United Nations PBC/1/BDI/4

Peacebuilding Commission

Distr.: General
22 June 2007

Original: English

First session
Burundi configuration

Identical letters dated 21 June 2007 from the Chairman of the Burundi configuration of the Peacebuilding Commission to the President of the Security Council, the President of the General Assembly and the President of the Economic and Social Council

I have the honour to transmit to you the Strategic Framework for Peacebuilding in Burundi (see annex).

The Peacebuilding Commission recalls the Security Council's original request for advice on Burundi. In accordance with its mandate to advise on and propose integrated strategies for post-conflict peacebuilding and recovery, the Peacebuilding Commission has engaged extensively with the Government of Burundi, the United Nations Integrated Office in Burundi (BINUB) and in-country partners to define the crucial peacebuilding priorities faced by Burundi at this time and to set these in the context of the Strategic Framework for Peacebuilding.

The Strategic Framework has been developed over the past few months through intensive consultations both at the country level and between partners in Burundi and the Peacebuilding Commission in New York. This included a mission by a delegation of Peacebuilding Commission members to Burundi to meet the Government of Burundi and key stakeholders and discuss the issues.

The Strategic Framework is the means for bringing together the Government of Burundi and its partners — both national and international — around a shared set of peacebuilding objectives. It provides a helpful guide towards reaching these objectives and to mobilize the necessary financial and political support.

The Peacebuilding Commission endorses the development of the Integrated Peacebuilding Strategy, which the Strategic Framework is an important step. The Strategic Framework is an instrument of engagement and dialogue for Burundi, the Peacebuilding Commission and other stakeholders for the consolidation of peace.

The Peacebuilding Commission welcomes the efforts of the Government of Burundi and BINUB to ensure ownership of the Strategic Framework by all partners to the peacebuilding process, and encourages all stakeholders to continue making all efforts for the consolidation of peace in Burundi and to cooperate with the

07-39465 (E) 180707 180707

Peacebuilding Commission and the Government of Burundi in implementing the Strategic Framework. The Peacebuilding Commission will engage in a discussion of the operational implications of long-term engagement, and will work to evolve the most suitable and mutually acceptable form of long-term engagement with Burundi.

A key next step is to develop the in-country tracking and monitoring mechanism to allow Burundi and the Peacebuilding Commission to review progress against peacebuilding objectives on a regular basis both locally and in New York. This should tie in with the Poverty Reduction Strategy Paper and Priority Action Plan monitoring work flowing from the Donor Round Table in order to allow for a first stocktaking of progress in the Peacebuilding Commission during the fourth quarter of 2007.

Over the next few months, a tracking and review mechanism will be elaborated to enable Burundi, the Peacebuilding Commission and other stakeholders to work in partnership to:

(a) Develop the mapping of activities in order to further define the "gaps" and needs under each peacebuilding objective, including sequencing and prioritization;

(b) Provide recommendations on support by the international community in order to overcome key obstacles in those priority areas;

(c) Develop indicators for measuring and tracking progress, including target dates;

(d) Define when these obstacles no longer pose a challenge to post-conflict stability.

Lasting peace needs sustained support and commitment. The Peacebuilding Commission will therefore carry on its work on developing the Integrated Peacebuilding Strategy with continued engagement between the Peacebuilding Commission and Burundi and support for the progress of the peacebuilding process.

The Peacebuilding Commission reiterates its determination to provide unflagging support to Burundi in the consolidation of peace with a view to securing a future that is free from fear and free from want.

(*Signed*) Johan L. **Løvald**
Chairman
Burundi configuration Peacebuilding Commission

Annex

[Original: English/French]

Strategic Framework for Peacebuilding in Burundi

Contents

		Paragraphs	Page
I.	Background	1–3	4
II.	Principles of cooperation	4	4
III.	Context	5–15	5
IV.	Objectives, analysis of major challenges and identification of risks	16–52	7
	A. Objectives	16	7
	B. Analysis of major challenges and identification of risks	17–52	7
	1. Promotion of good governance	18–23	7
	2. Comprehensive Ceasefire Agreement between the Government of Burundi and PALIPEHUTU-FNL	24–25	8
	3. Security sector	26–28	9
	4. Justice, promotion of human rights and action to combat impunity	29–33	9
	5. The land issue and socio-economic recovery	34–39	10
	6. Mobilization and coordination of international assistance	40–43	11
	7. Subregional dimension	44–48	11
	8. Gender dimension	49–52	12
V.	Mutual commitments	53–63	12
	A. The Government of Burundi	54	12
	B. The Peacebuilding Commission	55	14
	C. Stakeholders	56–60	14
	1. Civil society, religious communities and the Bashingantahe institution	57	15
	2. Women's organizations	58	15
	3. The private sector	59	16
	4. Political parties represented in the Parliament and/or in local councils	60	16
	D. International partners	61–63	16
	1. The United Nations system	61	16
	2. Bilateral and multilateral partners	62	16
	3. The subregion	63	17
VI.	Review of progress and monitoring	64	17

I. Background

1. The Peacebuilding Commission invited the Government of Burundi and its partners to develop an integrated peacebuilding strategy for Burundi, in accordance with its mandate, particularly as defined in paragraph 2 (a) and (b) of Security Council resolution 1645 (2005) and General Assembly resolution 60/180, "to bring together all relevant actors to marshal resources and to advise on and propose integrated strategies for post-conflict peacebuilding and recovery, to focus attention on the reconstruction and institution-building efforts necessary for recovery from conflict and to support the development of integrated strategies in order to lay the foundation for sustainable development".

2. The Government of Burundi launched the process of developing the present Strategic Framework for Peacebuilding in Burundi in February 2007. Consultations were launched to solicit inputs both from the Commission and key stakeholders on the ground (civil society organizations, the private sector, religious communities, political parties, United Nations agencies and bilateral and multilateral partners), which resulted in a consensus that the Strategic Framework will guide the engagement and dialogue between the Government of Burundi, other stakeholders and the Commission in the pursuit of sustainable peace in Burundi.

3. The Burundi configuration of the Commission contributed to the development of the present Strategic Framework through a series of informal thematic meetings and a visit of a Commission delegation to Burundi in April 2007. The Burundi configuration also provided comments on a preliminary draft of the present Strategic Framework at an informal meeting held in New York with the participation of the Government of Burundi.

II. Principles of cooperation

4. Guided by the vision of a reconciled, peaceful and prosperous Burundi, the Government of Burundi and its partners, with input from the Peacebuilding Commission, have developed the present Strategic Framework for Peacebuilding in Burundi on the basis of the following principles of cooperation:

(a) The importance of national ownership and of the primary responsibility of the Government and people of Burundi for the consolidation of peace and the prosperous and democratic development of Burundi;

(b) Both national ownership and partnership are essential for the success of peacebuilding efforts in post-conflict situations. The Government, the Commission and the partners will have to strike the right balance between these two imperatives;

(c) Within the framework of the mandate conferred on it by the Security Council and the General Assembly, the Commission acts in support of the various organizations of the international community in Burundi at the bilateral and multilateral levels;

(d) The Commission will endeavour to ensure that reporting requirements or calls for other additional documents are kept to the minimum in order to allow the Government to focus its limited capacity on the implementation of the Strategic Framework;

(e) The various stakeholders in Burundi, including civil society, women's organizations, the private sector, political parties, religious communities and regional institutions, play a key role in peacebuilding.

III. Context

5. Since gaining independence, Burundi has experienced a series of violent socio-political crises which have damaged national cohesion and disrupted economic and social development. Poor governance, combined with a system of political and social exclusion, generated conflict and ethnic massacres. The situation culminated in civil war, with disastrous effects on the population and social fabric.

6. Since 2001, Burundi has been engaged in a search for peace and the reconstruction of national institutions. This process, marked by the 2000 Arusha Agreement and the 2003 Global Ceasefire Agreement with the Conseil national pour la défense de la démocratie — Front pour la défense de la démocratie (CNDD-FDD), which form the foundation of the peace process and contain the underlying principles for a post-conflict political, social and economic order, made it possible to bring the armed conflict to an end and set up democratically elected institutions in 2005. Further major steps were taken towards peace and economic recovery, finalized by the 2006 Ceasefire Agreement with the Parti pour la libération du peuple hutu — Forces nationales de libération (PALIPEHUTU-FNL).

7. The Government's five-year programme (2005-2010) provides an overview of the short-term and medium-term priorities which need to be addressed in order to create the conditions for sustainable development in Burundi. The programme focuses both on essential short-term measures to build peace and prepare for long-term initiatives and on priorities for restarting economic growth and contributing to public well-being.

8. The priorities of the Government's five-year programme were developed in the Burundi Poverty Reduction Strategy Paper (2007-2010) through a broad-based consultative process. Together with the five-year programme, the latter forms an overall programmatic framework that will guide peacebuilding efforts and will ensure appropriate linkages with longer-term development needs.

9. A priority peacebuilding plan (2007) was worked out by the Government with United Nations support. It served as the basis for an allocation of US$ 35 million by the Secretary-General of the United Nations from the Peacebuilding Fund. The plan identifies the following areas as having priority: (a) good governance, (b) strengthening of the rule of law within the security forces, (c) strengthening of justice, promotion of human rights, reconciliation and action to combat impunity, (d) the land issue, with particular reference to the reintegration of affected populations, and community-based recovery particularly targeting women, young people and affected populations.

10. A number of initiatives have been undertaken to strengthen cooperation at the regional level. The Pact on Security, Stability and Development in the Great Lakes Region could provide a regional mechanism for addressing peace, security, governance and development issues among the countries of the Great Lakes region. Burundi has been granted an important role in the implementation of the Pact and has just begun to host the offices of the Permanent Secretariat of the International

Conference on the Great Lakes Region. The Pact will give Burundi the opportunity to approach peacebuilding from a regional perspective. The Economic Community of the Great Lakes Countries is also expected to make a positive contribution.

11. Despite notable progress, Burundi still faces a number of internal challenges which pose serious threats to stability, peace and growth. Delays in the implementation of critical provisions of the ceasefire agreements are of general concern and add to the security risk.

12. The Priority Action Programme for the implementation of the Poverty Reduction Strategy submitted to the Partners' Round Table in May 2007 identifies a number of peacebuilding-related conditions which would have to be fulfilled in order to ensure the successful implementation of the proposed poverty reduction strategies. They include the mobilization, coordination and sound management of resources, guaranteed security of person and property, institutional stability and effective governmental action, reduced security expenditure and professionalization of the security forces, which are key to the economic rebound, compliance with the rules of good economic and political governance by the public authorities, which will influence the level of the partners' commitments, the transparent management of public business, and the problem of absorption capacity, which is hampering project implementation.[a]

13. The present Strategic Framework for Peacebuilding in Burundi helps to improve those conditions with a view to facilitating the implementation of the programmes in existing strategies and instruments. It highlights the challenges in the fulfilment of existing commitments and the threats to peacebuilding in Burundi. Consensus on the definition of those challenges and threats was achieved during consultations between the Government and its partners, consultations which brought together, and garnered contributions from, a wide spectrum of stakeholders engaged in peacebuilding in Burundi, including representatives of political parties represented in Parliament, civil society, women's organizations, religious communities, the private sector, agencies of the United Nations system and international partners.

14. Through the Poverty Reduction Strategy, the Government reaffirmed the central role of women in development. Consequently, no strategy will be decided on or implemented unless it clearly takes into account the gender perspective, with a view to ensuring the full participation of women in the decision-making process, in the choice of priority actions and, more specifically, in their implementation.

15. The present Strategic Framework for Peacebuilding in Burundi reflects the mutual commitments of the Government and its partners to work together to overcome challenges and eliminate threats to building a sustainable peace within the framework of a continuing, transparent and flexible dialogue.

---

[a] See the Priority Action Programme for the implementation of the Poverty Reduction Strategy for the period 2007-2010 submitted to the Partners' Round Table, Bujumbura, 24 and 25 May 2007, p. 82 (www.cslpminiplan.bi).

IV. Objectives, analysis of major challenges and identification of risks

A. Objectives

16. In the light of the priority areas identified by the Government and endorsed by the Commission in October 2006, the consultations held during the preparation of the present Strategic Framework gave rise to consensus on the following objectives, which address the key issues endangering peace in Burundi:

(a) Promoting good governance, in particular compliance with the Constitution and the law, providing additional space and mechanisms for consultation and dialogue on the principal issues related to peacebuilding in Burundi, taking action against corruption, building public administration capacity and strengthening the decentralization process, and preparing for future elections through the establishment of an independent national electoral commission;

(b) Completing the implementation of the ceasefire agreement between the Government and PALIPEHUTU-FNL;

(c) Continuing the reform of the security sector and the disarmament of the civilian population, with the effective involvement of all the stakeholders;

(d) Ensuring equitable access to justice, promoting human rights, taking action against impunity and facilitating consensus on the modalities for the establishment and operation of the transitional justice mechanisms;

(e) Finding sustainable solutions to the land issue and the socio-economic recovery of populations affected by the war and conflicts, including by monitoring the implementation of the Poverty Reduction Strategy and by the ratification and implementation of the Pact on Security, Stability and Development in the Great Lakes Region;

(f) Mainstreaming the gender perspective in the implementation of these priorities and throughout the peacebuilding process, while respecting the priorities of the national gender policy and Security Council resolution 1325 (2000) on women, peace and security.

B. Analysis of major challenges and identification of risks

17. Although unquestionable progress has been made in achieving the above objectives, real challenges subsist in the implementation of interventions by the Government and its partners.

1. Promotion of good governance

Analysis of challenges related to the promotion of good governance

18. The organization of general elections and the putting into place of elected, representative and legitimate institutions mark a turning point in the peace process in Burundi. The culture of democracy expressed during the electoral process has still to be consolidated. In order to strengthen the emerging democracy, it is essential to have interaction and consultation between all actors of society

(Parliament, locally elected authorities, the Government, political parties, civil society, media, the private sector and religious communities). Accordingly, and in order to maintain the momentum, the challenge is to strengthen the culture of democracy through a continuing dialogue on the major national strategies.

19. Peacebuilding depends on the universally shared belief that the State assumes its functions in full sovereignty, on behalf of all citizens, and in response to their basic needs. It also requires the State to have the necessary technical, human and financial resources to manage public business transparently and efficiently. But Burundi has experienced years of conflict, which have significantly weakened the national institutions and have diminished Burundians' confidence in the ability of their State to defend and watch out for their interests. In particular, the Government inherited an administration which was severely weakened by the conflict. Corruption and the poor quality of public services are a manifestation of its substandard performance, and this at a time when the people look to the Government with high expectations.

20. The legitimacy of the new institutions, including the Government, Parliament and the locally elected authorities, provides a solid basis for reshaping and rethinking ties between citizens. However, an in-depth reform of the public administration is a prerequisite for restoring the citizen's trust in the State.

Governance-related risks

21. Recurrent institutional instability caused by political contradiction and tension and by the interference of political parties in the management of public affairs endangers the fragile equilibrium resulting from the peace agreements.

22. The speculation among actors for access to short-term resources threatens to spark conflicts and underlines the urgency of successfully combating misappropriation, bad governance and corruption, especially in public procurement.

23. The risk that the reintegration of refugees and internally displaced persons, which is bound up more particularly with the land issue, may be poorly handled also has the potential to undermine the fragile stability of Burundian communities.

2. Comprehensive Ceasefire Agreement between the Government of Burundi and PALIPEHUTU-FNL

Analysis of challenges related to the Comprehensive Ceasefire Agreement between the Government of Burundi and PALIPEHUTU-FNL

24. Since the adoption of the Comprehensive Ceasefire Agreement on 7 September 2006, substantial progress has been made in the establishment of monitoring and implementation mechanisms, including the Joint Verification and Monitoring Mechanism and the Joint Liaison Teams. However, some major challenges, such as the demobilization and reintegration of FNL combatants and the integration of the FNL in some State institutions, including the police and the army, have still to be met without infringing the provisions of the Constitution.

Risks related to the implementation of the Agreement

25. The delay in implementing the Agreement creates political and security-related uncertainties, which in part explain the reduced flow of returning refugees and

displaced persons back to their communities of origin. The delay may spark military outbursts and uncontrolled clashes between the National Defence Force (FDN) and FNL units. It also encourages banditry by providing alibis to those who want to engage in such behaviour.

3. Security sector

Analysis of challenges related to the security sector

26. The various peace agreements lay the foundations for an in-depth reform of the security sector. Although there have been important gains in the improvement of security, more particularly through the reorganization of the FDN and the Burundi National Police (PNB) together with the demobilization of over 20,000 combatants, these results alone are not enough in a situation where the majority of ex-combatants need to be reintegrated permanently in society and weapons and feelings of insecurity are widespread in society. The inclusion of former belligerents in the integration process must be accompanied by a redefinition of mandates on the basis of an army responsible for providing protection against all external dangers and a police force responsible for citizens' security; and by a reintegration process for those who are demobilized.

Risks related to the security sector

27. Despite the efforts made, the security forces and services are not always perceived as acting in the best interest of the population, principally because of the abuse and human rights violations perpetrated by deviant elements.

28. There are too few economic opportunities for the reintegration of those demobilized.

4. Justice, promotion of human rights and action to combat impunity

Analysis of challenges related to justice, promotion of human rights and action to combat impunity

29. Despite the efforts made and some progress achieved in the areas of justice reform, promotion of human rights and action to combat impunity, the situation still gives rise to concern. The current lack of independence of the judiciary prevents the State from tackling impunity and recurring violations of human rights or from carrying out sustained activity to promote and protect human rights, especially with regard to violence against women.

30. The impunity of crimes committed since independence is one of the fundamental causes of the Burundian conflict. Moreover, the absence of mechanisms that would allow the people to recall the various waves of violence that have swept Burundi is a barrier to national reconciliation.

31. That is why the peace accords and the relevant resolutions of the Security Council provided for the establishment of transitional justice mechanisms. Although there is agreement between the Government and the United Nations on the need to start independent, impartial and all-inclusive national consultations on the question of transitional justice, the two parties have not yet been able to reach agreement on the establishment of a truth and reconciliation commission or a special international tribunal to prosecute the crime of genocide, war crimes and crimes against

humanity. Transitional justice covers four areas: truth, justice, reconciliation and forgiveness. Currently, the different groups within Burundian society put emphasis on different aspects of the process. The major challenge will be to establish transitional justice mechanisms which are conducive to national reconciliation and help to put an end to impunity, on the basis of the results of popular consultations and the experience of other countries.

Risks related to justice, promotion of human rights and action to combat impunity

32. As regards impunity, the absence of effective access to justice and ignorance of the law on the part of the people make matters worse and encourage citizens to take the law into their own hands.

33. If the factors favouring impunity are not eliminated immediately, acts of injustice that catalyse conflicts will persist.

5. The land issue and socio-economic recovery

Analysis of challenges related to the land issue and socio-economic recovery

34. Socio-political crises forced thousands of Burundians to leave their land and go into exile outside the country or enter camps for displaced persons. With the return of peace, repatriated Burundians wish to be resettled on their land. According to the Ministry responsible for reintegration, there are approximately 260,000 returnees without land. Many of their properties are either occupied by other people or have been used for public infrastructure by the State.

35. The socio-economic recovery of communities is hampered by the fact that economic productivity declined over the past 12 years owing to the adverse impact of the conflict. Meeting the challenges of socio-economic recovery requires immediate large-scale, targeted interventions focusing on the most urgent rehabilitation needs, especially those of young people, women and other vulnerable populations. These interventions would also serve to lay the foundations for sustainable peace and development, while at the same time providing opportunities for subregional economic integration.

36. Economic reforms need to be implemented concurrently with basic social protection reforms.

Risks related to the land issue and socio-economic recovery

37. Unless lasting solutions are found for the land issue, it is likely to constrain socio-economic reintegration and to exacerbate conflicts and insecurity in rural areas.

38. Risks include the worsening economic situation, food insecurity in some parts of the country made more acute by the vagaries of the weather, lack of employment for vulnerable groups, increasing socio-demographic pressure due to the return of refugees, and growing frustration associated with the return of internally displaced persons.

39. Economic reforms such as the privatization of public enterprises may cause a deterioration of social conditions and generate conflicts.

6. Mobilization and coordination of international assistance

Analysis of challenges related to the mobilization and coordination of international assistance

40. Despite a number of round tables organized since 2000, Burundi has not received the financial assistance from the international community needed to address critical peacebuilding challenges, in part due to the tendency of some partners to tie development assistance to political developments in the peace process.

41. A Priority Action Programme for the implementation of the Poverty Reduction Strategy Framework (2007-2010) and an advocacy document for efficient public policies to bring about real change in the lives of Burundians were discussed at the Partners Round Table held in May 2007. The Programme was welcomed with satisfaction by the international partners. The Round Table also recommended the strengthening of the partnership between Burundi and its partners for better coordination and implementation of international assistance.

42. In order to avoid lengthy delays in the implementation of the Priority Action Programme, the Government must find swift solutions to the structural problems hampering its performance. In turn, international partners must release their aid as quickly as possible, while respecting rules and procedures.

Risks related to mobilization and coordination of international assistance

43. The limited capacity of the Government to monitor and establish the necessary conditions for effective mobilization and utilization of promised international assistance could lead to major delays in the release of funds and could compromise ongoing peacebuilding and economic recovery efforts.

7. Subregional dimension

Analysis of challenges related to the subregional dimension

44. Peacebuilding in Burundi has an important subregional dimension. The conflict in Burundi was exacerbated by instability and other conflicts in the subregion, while the Burundi conflict also had consequences for other countries in the subregion, notably in the areas of security and human rights. The restoration of peace in Burundi has benefited from the strong involvement of countries in the region and subregion, which remain actively engaged in supporting the peacebuilding process and economic recovery.

45. For its part, Burundi is determined to participate actively in initiatives aimed at security, stability and development in the Great Lakes subregion. The recent elections in the Democratic Republic of the Congo and the Pact on Security, Stability and Development in the Great Lakes Region have opened the way for potential stability in the Great Lakes region. The establishment of the secretariat of the International Conference on the Great Lakes Region in Burundi, its recent admission to the East African Community and the revival of the Economic Community of the Great Lakes States provide additional opportunities to integrate peacebuilding efforts in Burundi within a broader subregional dynamic.

Risks related to the subregional dimension

46. Failure to ratify the Pact on Security, Stability and Development in the Great Lakes Region could weaken the peace process and efforts in the region. The persistence of armed groups in the subregion could compromise stability at borders unless a regional solution is promptly found within the tripartite framework.

47. The issue of refugees and displaced persons exacerbates the difficulty of reintegrating groups affected by the conflict and represents a threat to peace in the subregion, hence requiring further attention.

48. The private sector in Burundi, already weakened by war, could be suffocated by the arrival on the local market of products from countries of the subregion, which could cripple economic recovery and reduce the role of the private sector in the peacebuilding process.

8. Gender dimension

Analysis of challenges related to the gender dimension

49. The full participation of women in decision-making, selection of priority actions and especially their implementation, is not yet guaranteed.

50. Discriminatory laws and regulations and gaps in the legal system, especially in the areas of inheritance, gifts and marital property schemes, affect women and their personal, moral and material development.

51. Over the 13 years of armed conflict, Burundi has seen an unprecedented increase in violence against women, rape in particular. Combating impunity for such crimes, prevention and providing support to victims are major challenges in this area.

Risks related to the gender dimension

52. The lack of social, political and economic empowerment of women, the most vulnerable in particular, and the limited improvement in their capacity for self-reliance will limit their participation in peacebuilding and the country's reconstruction.

V. Mutual commitments

53. The Government of Burundi and the Peacebuilding Commission reaffirm their mutual commitment to strengthen their partnership for the consolidation of peace in Burundi.

A. The Government of Burundi

54. In the light of the major challenges and risks in peacebuilding, the Government of Burundi will:

develop measures to support the contribution of subregional integration to peacebuilding.

B. The Peacebuilding Commission

55. In accordance with its mandate as defined in paragraph 2 (a) to (c) of General Assembly resolution 60/180 and Security Council resolution 1645 (2005), the Peacebuilding Commission will:

(a) Maintain its engagement with Burundi and jointly review continued engagement after national democratic elections in Burundi, which are scheduled for 2010;

(b) Provide sustained attention to and support for the mobilization of resources to Burundi in support of its peacebuilding priorities, and in this regard help to ensure that the pledges and commitments made at the Partners Round Table held in May 2007 are honoured;

(c) Undertake measures to advocate within the international community for support to the peacebuilding process by highlighting progress in, as well as challenges, risks and opportunities of, peacebuilding efforts in the country;

(d) Work towards integrating the subregional dimension of peacebuilding in the Great Lakes region in its commitment with Burundi, notably through cooperation with the secretariat of the International Conference on the Great Lakes Region and by encouraging all countries in the region to ratify the Pact on Security, Stability and Development in the Great Lakes Region;

(e) Share with the Government of Burundi lessons learned on peacebuilding from experience gained in similar situations;

(f) Contribute, individually and collectively, to supporting Burundi in its peacebuilding efforts by:

(i) Better coordinating support for Burundi in various United Nations governing bodies;

(ii) Encouraging the effective coordination of United Nations and other actors with respect to the application of the present Strategic Framework;

(iii) Encouraging the broadest participation of partners in all international forums in which support can be garnered for Burundi, and encouraging a broader donor base for Burundi;

(iv) Assisting partners in enhancing the quality of aid delivery to Burundi.

C. Stakeholders

56. The Government of Burundi and the Peacebuilding Commission encourage the following parties to contribute to the implementation of the Strategic Framework.[b]

[b] Non-exhaustive list.

1. Civil society, religious communities and the Bashingantahe institution

57. In the light of the mandate and mission of the various components of civil society and their proximity to the people and the specificity of their work with them, they are encouraged to:

(a) Integrate the priorities of the present Strategic Framework into their missions and programmes;

Support to good governance

(b) Conduct an ongoing and effective dialogue within civil society itself and between civil society and other actors on issues related to peacebuilding;

(c) Undertake educational activities related to peace, a culture of democracy and cultural values promoting reconciliation;

(d) Assess the extent to which national priorities are in line with community aspirations and make the necessary recommendations;

Support to justice, promotion of human rights and action to combat impunity

(e) Contribute to the moral reconstruction of the country, to listening and to healing of memories and trauma;

(f) Develop mechanisms to allow equal access to justice for all citizens, including through coordinated legal assistance and support to legal literacy;

Support to socio-economic recovery

(g) Undertake actions at the grassroots level to bring communities together, focusing in particular on community mediation and socio-economic reintegration of various groups affected by the conflict (demobilized combatants, repatriated persons, displaced persons, child soldiers and those who remained in the collines, etc.).

2. Women's organizations

58. Women's organizations are encouraged to:

Support to good governance

(a) Engage in dialogue with decision makers at all levels on the integration of a gender perspective in Government policies and programmes;

Support to justice, promotion of human rights and action to combat impunity

(b) Strengthen mechanisms for advocacy and prevention and punishment of gender-based violence;

Support to socio-economic recovery

(c) Resume innovative actions by women for community reconciliation, peaceful coexistence and combating poverty.

3. The private sector

59. Given its potential for peacebuilding, the private sector is encouraged to integrate the priorities of the present Strategic Framework into its activities and to:

Support to good governance

(a) Contribute actively to action to combat corruption and promote respect for the rules of competition;

(b) Strengthen dialogue between the Government and the private sector in order to increase its value added in the recovery of macroeconomic indicators.

4. Political parties represented in Parliament and/or in local councils

60. Given their accountability to the people as elected officials, the political parties are encouraged to:

Support to good governance

(a) Integrate the priorities of the Strategic Framework into the missions and programmes elaborated by the political parties;

(b) In addition to their sustained efforts to further political dialogue within the structures provided by the Constitution, in particular the Parliament and the Government, participate constructively in the dialogue that will be opened up and commit to the peaceful resolution of conflicts;

(c) Respect the separation of powers. The opposition should play a role in full respect for the law and in a constructive spirit.

D. International partners

1. The United Nations system

61. In the light of Security Council resolution 1719 (2006) which defines the mandate of the United Nations Integrated Office in Burundi (BINUB), the United Nations system is encouraged to provide its support to the present Strategic Framework through the implementation of the mandate of BINUB and the United Nations Integrated Peace Consolidation Support Strategy in Burundi.

2. Bilateral and multilateral partners

62. Within the framework of their respective cooperation programmes and taking into account the Paris Declaration on Aid Effectiveness, the commitments in the Millennium Declaration and the commitments made at the May 2007 Round Table, the bilateral and multilateral partners are encouraged to:

(a) Integrate the priorities of the present Strategic Framework into their cooperation programmes;

(b) Support the implementation of Government priorities as reflected in the Strategic Framework for Poverty Reduction (2007-2010) and in the Priority Action Programme (2007-2010);

(c) Join with the Peacebuilding Commission in advocacy on behalf of Burundi;

(d) Fulfil the commitments made at the Round Table.

3. The subregion

63. The States in the subregion are encouraged to:

(a) Contribute to peacebuilding in Burundi by implementing security commitments made in the various subregional cooperation frameworks;

(b) Manage the issue of refugees in close collaboration with Burundi in order to preserve stability.

VI. Review of progress and monitoring

64. In order to review progress in the implementation of the present Strategic Framework as it evolves, the Government of Burundi and the Peacebuilding Commission, working closely with other stakeholders, will establish a tracking and monitoring mechanism. To the extent possible such a mechanism will be based on the monitoring mechanisms and timelines established for the Poverty Reduction Strategy Paper and other frameworks in order to reduce the administrative burden on the Government of Burundi. In addition, the Peacebuilding Commission, with partners in Burundi, will review progress towards addressing the peacebuilding priorities identified in the present Strategic Framework through mapping of activities, identifying gaps, developing indicators and milestones and determining sequencing of efforts.

United Nations PBC/1/BDI/4*

Peacebuilding Commission

Distr.: General
30 July 2007

Original: English

First session
Burundi configuration

Identical letters dated 21 June 2007 from the Chairman of the Burundi configuration of the Peacebuilding Commission to the President of the Security Council, the President of the General Assembly and the President of the Economic and Social Council

I have the honour to transmit to you the Strategic Framework for Peacebuilding in Burundi (see annex).

The Peacebuilding Commission recalls the Security Council's original request for advice on Burundi. In accordance with its mandate to advise on and propose integrated strategies for post-conflict peacebuilding and recovery, the Peacebuilding Commission has engaged extensively with the Government of Burundi, the United Nations Integrated Office in Burundi (BINUB) and in-country partners to define the crucial peacebuilding priorities faced by Burundi at this time and to set these in the context of the Strategic Framework for Peacebuilding.

The Strategic Framework has been developed over the past few months through intensive consultations both at the country level and between partners in Burundi and the Peacebuilding Commission in New York. This included a mission by a delegation of Peacebuilding Commission members to Burundi to meet the Government of Burundi and key stakeholders and discuss the issues.

The Strategic Framework is the means for bringing together the Government of Burundi and its partners — both national and international — around a shared set of peacebuilding objectives. It provides a helpful guide towards reaching these objectives and to mobilize the necessary financial and political support.

The Peacebuilding Commission endorses the development of the Integrated Peacebuilding Strategy, of which the Strategic Framework is an important step. The Strategic Framework is an instrument of engagement and dialogue for Burundi, the Peacebuilding Commission and other stakeholders for the consolidation of peace.

The Peacebuilding Commission welcomes the efforts of the Government of Burundi and BINUB to ensure ownership of the Strategic Framework by all partners to the peacebuilding process, and encourages all stakeholders to continue making all

* Reissued for technical reasons.

07-39465* (E) 010807

efforts for the consolidation of peace in Burundi and to cooperate with the Peacebuilding Commission and the Government of Burundi in implementing the Strategic Framework. The Peacebuilding Commission will engage in a discussion of the operational implications of long-term engagement, and will work to evolve the most suitable and mutually acceptable form of long-term engagement with Burundi.

A key next step is to develop the in-country tracking and monitoring mechanism to allow Burundi and the Peacebuilding Commission to review progress against peacebuilding objectives on a regular basis both locally and in New York. This should tie in with the Poverty Reduction Strategy Paper and Priority Action Plan monitoring work flowing from the Donor Round Table in order to allow for a first stocktaking of progress in the Peacebuilding Commission during the fourth quarter of 2007.

Over the next few months, a tracking and review mechanism will be elaborated to enable Burundi, the Peacebuilding Commission and other stakeholders to work in partnership to:

(a) Develop the mapping of activities in order to further define the "gaps" and needs under each peacebuilding objective, including sequencing and prioritization;

(b) Provide recommendations on support by the international community in order to overcome key obstacles in those priority areas;

(c) Develop indicators for measuring and tracking progress, including target dates;

(d) Define when these obstacles no longer pose a challenge to post-conflict stability.

Lasting peace needs sustained support and commitment. The Peacebuilding Commission will therefore carry on its work on developing the Integrated Peacebuilding Strategy with continued engagement between the Peacebuilding Commission and Burundi and support for the progress of the peacebuilding process.

The Peacebuilding Commission reiterates its determination to provide unflagging support to Burundi in the consolidation of peace with a view to securing a future that is free from fear and free from want.

(*Signed*) Johan L. **Løvald**
Chairman
Burundi configuration Peacebuilding Commission

Annex

[Original: English/French]

Strategic Framework for Peacebuilding in Burundi

Contents

		Paragraphs	Page
I.	Background	1–3	4
II.	Principles of cooperation	4	4
III.	Context	5–15	5
IV.	Objectives, analysis of major challenges and identification of risks	16–52	7
	A. Objectives	16	7
	B. Analysis of major challenges and identification of risks	17–52	7
	1. Promotion of good governance	18–23	7
	2. Comprehensive Ceasefire Agreement between the Government of Burundi and PALIPEHUTU-FNL	24–25	8
	3. Security sector	26–28	9
	4. Justice, promotion of human rights and action to combat impunity	29–33	9
	5. The land issue and socio-economic recovery	34–39	10
	6. Mobilization and coordination of international assistance	40–43	11
	7. Subregional dimension	44–48	11
	8. Gender dimension	49–52	12
V.	Mutual engagements	53–63	12
	A. The Government of Burundi	54	12
	B. The Peacebuilding Commission	55	14
	C. Stakeholders	56–60	14
	1. Civil society, religious communities and the Bashingantahe institution	57	15
	2. Women's organizations	58	15
	3. The private sector	59	16
	4. Political parties represented in Parliament and/or in local councils	60	16
	D. International partners	61–63	16
	1. The United Nations system	61	16
	2. Bilateral and multilateral partners	62	16
	3. The subregion	63	17
VI.	Review of progress and monitoring	64	17

I. Background

1. The Peacebuilding Commission invited the Government of Burundi and its partners to develop an integrated peacebuilding strategy for Burundi, in accordance with its mandate, particularly as defined in paragraph 2 (a) and (b) of Security Council resolution 1645 (2005) and General Assembly resolution 60/180, "to bring together all relevant actors to marshal resources and to advise on and propose integrated strategies for post-conflict peacebuilding and recovery, to focus attention on the reconstruction and institution-building efforts necessary for recovery from conflict and to support the development of integrated strategies in order to lay the foundation for sustainable development".

2. The Government of Burundi launched the process of developing the present Strategic Framework for Peacebuilding in Burundi in February 2007. Consultations were launched to solicit inputs both from the Commission and key stakeholders on the ground (civil society organizations, the private sector, religious communities, political parties, United Nations agencies and bilateral and multilateral partners), which resulted in a consensus that the Strategic Framework will guide the engagement and dialogue between the Government of Burundi, other stakeholders and the Commission in the pursuit of sustainable peace in Burundi.

3. The Burundi configuration of the Commission contributed to the development of the present Strategic Framework through a series of informal thematic meetings and a visit of a Commission delegation to Burundi in April 2007. The Burundi configuration also provided comments on a preliminary draft of the present Strategic Framework at an informal meeting held in New York with the participation of the Government of Burundi.

II. Principles of cooperation

4. Guided by the vision of a reconciled, peaceful and prosperous Burundi, the Government of Burundi and its partners, with input from the Peacebuilding Commission, have developed the present Strategic Framework for Peacebuilding in Burundi on the basis of the following principles of cooperation:

(a) The importance of national ownership and of the primary responsibility of the Government and people of Burundi for the consolidation of peace and the prosperous and democratic development of Burundi;

(b) Both national ownership and partnership are essential for the success of peacebuilding efforts in post-conflict situations. The Government, the Commission and the partners will have to strike the right balance between these two imperatives;

(c) Within the framework of the mandate conferred on it by the Security Council and the General Assembly, the Commission acts in support of the various organizations of the international community in Burundi at the bilateral and multilateral levels;

(d) The Commission will endeavour to ensure that reporting requirements or calls for other additional documents are kept to the minimum in order to allow the Government to focus its limited capacity on the implementation of the Strategic Framework;

(e) The various stakeholders in Burundi, including civil society, women's organizations, the private sector, political parties, religious communities and regional institutions, play a key role in peacebuilding.

III. Context

5. Since gaining independence, Burundi has experienced a series of violent socio-political crises which have damaged national cohesion and disrupted economic and social development. Poor governance, combined with a system of political and social exclusion, generated conflict and ethnic massacres. The situation culminated in civil war, with disastrous effects on the population and social fabric.

6. Since 2001, Burundi has been engaged in a search for peace and the reconstruction of national institutions. This process, marked by the 2000 Arusha Agreement and the 2003 Global Ceasefire Agreement with the Conseil national pour la défense de la démocratie — Front pour la défense de la démocratie (CNDD-FDD), which form the foundation of the peace process and contain the underlying principles for a post-conflict political, social and economic order, made it possible to bring the armed conflict to an end and set up democratically elected institutions in 2005. Further major steps were taken towards peace and economic recovery, finalized by the 2006 Ceasefire Agreement with the Parti pour la libération du peuple hutu — Forces nationales de libération (PALIPEHUTU-FNL).

7. The Government's five-year programme (2005-2010) provides an overview of the short-term and medium-term priorities which need to be addressed in order to create the conditions for sustainable development in Burundi. The programme focuses both on essential short-term measures to build peace and prepare for long-term initiatives and on priorities for restarting economic growth and contributing to public well-being.

8. The priorities of the Government's five-year programme were developed in the Burundi Poverty Reduction Strategy Paper (2007-2010) through a broad-based consultative process. Together with the five-year programme, the latter forms an overall programmatic framework that will guide peacebuilding efforts and will ensure appropriate linkages with longer-term development needs.

9. A priority peacebuilding plan (2007) was worked out by the Government with United Nations support. It served as the basis for an allocation of US$ 35 million by the Secretary-General of the United Nations from the Peacebuilding Fund. The plan identifies the following areas as having priority: (a) good governance, (b) strengthening of the rule of law within the security forces, (c) strengthening of justice, promotion of human rights, reconciliation and action to combat impunity, (d) the land issue, with particular reference to the reintegration of affected populations, and community-based recovery particularly targeting women, young people and affected populations.

10. A number of initiatives have been undertaken to strengthen cooperation at the regional level. The Pact on Security, Stability and Development in the Great Lakes Region could provide a regional mechanism for addressing peace, security, governance and development issues among the countries of the Great Lakes region. Burundi has been granted an important role in the implementation of the Pact and has just begun to host the offices of the Permanent Secretariat of the International

Conference on the Great Lakes Region. The Pact will give Burundi the opportunity to approach peacebuilding from a regional perspective. The Economic Community of the Great Lakes Countries is also expected to make a positive contribution.

11. Despite notable progress, Burundi still faces a number of internal challenges which pose serious threats to stability, peace and growth. Delays in the implementation of critical provisions of the ceasefire agreements are of general concern and add to the security risk.

12. The Priority Action Programme for the implementation of the Poverty Reduction Strategy submitted to the Partners' Round Table in May 2007 identifies a number of peacebuilding-related conditions which would have to be fulfilled in order to ensure the successful implementation of the proposed poverty reduction strategies. They include the mobilization, coordination and sound management of resources, guaranteed security of person and property, institutional stability and effective governmental action, reduced security expenditure and professionalization of the security forces, which are key to the economic rebound, compliance with the rules of good economic and political governance by the public authorities, which will influence the level of the partners' commitments, the transparent management of public business, and the problem of absorption capacity, which is hampering project implementation.[a]

13. The present Strategic Framework for Peacebuilding in Burundi helps to improve those conditions with a view to facilitating the implementation of the programmes in existing strategies and instruments. It highlights the challenges in the fulfilment of existing commitments and the threats to peacebuilding in Burundi. Consensus on the definition of those challenges and threats was achieved during consultations between the Government and its partners, consultations which brought together, and garnered contributions from, a wide spectrum of stakeholders engaged in peacebuilding in Burundi, including representatives of political parties represented in Parliament, civil society, women's organizations, religious communities, the private sector, agencies of the United Nations system and international partners.

14. Through the Poverty Reduction Strategy, the Government reaffirmed the central role of women in development. Consequently, no strategy will be decided on or implemented unless it clearly takes into account the gender perspective, with a view to ensuring the full participation of women in the decision-making process, in the choice of priority actions and, more specifically, in their implementation.

15. The present Strategic Framework for Peacebuilding in Burundi reflects the mutual commitments of the Government and its partners to work together to overcome challenges and eliminate threats to building a sustainable peace within the framework of a continuing, transparent and flexible dialogue.

---

[a] See the Priority Action Programme for the implementation of the Poverty Reduction Strategy for the period 2007-2010 submitted to the Partners' Round Table, Bujumbura, 24 and 25 May 2007, p. 82 (www.cslp.miniplan.bi).

IV. Objectives, analysis of major challenges and identification of risks

A. Objectives

16. In the light of the priority areas identified by the Government and endorsed by the Commission in October 2006, the consultations held during the preparation of the present Strategic Framework gave rise to consensus on the following objectives, which address the key issues endangering peace in Burundi:

(a) Promoting good governance, in particular compliance with the Constitution and the law, providing additional space and mechanisms for consultation and dialogue on the principal issues related to peacebuilding in Burundi, taking action against corruption, building public administration capacity and strengthening the decentralization process, and preparing for future elections through the establishment of an independent national electoral commission;

(b) Completing the implementation of the ceasefire agreement between the Government and PALIPEHUTU-FNL;

(c) Continuing the reform of the security sector and the disarmament of the civilian population, with the effective involvement of all the stakeholders;

(d) Ensuring equitable access to justice, promoting human rights, taking action against impunity and facilitating consensus on the modalities for the establishment and operation of the transitional justice mechanisms;

(e) Finding sustainable solutions to the land issue and the socio-economic recovery of populations affected by the war and conflicts, including by monitoring the implementation of the Poverty Reduction Strategy and by the ratification and implementation of the Pact on Security, Stability and Development in the Great Lakes Region;

(f) Mainstreaming the gender perspective in the implementation of these priorities and throughout the peacebuilding process, while respecting the priorities of the national gender policy and Security Council resolution 1325 (2000) on women, peace and security.

B. Analysis of major challenges and identification of risks

17. Although unquestionable progress has been made in achieving the above objectives, real challenges subsist in the implementation of interventions by the Government and its partners.

1. Promotion of good governance

Analysis of challenges related to the promotion of good governance

18. The organization of general elections and the putting into place of elected, representative and legitimate institutions mark a turning point in the peace process in Burundi. The culture of democracy expressed during the electoral process has still to be consolidated. In order to strengthen the emerging democracy, it is essential to have interaction and consultation between all actors of society

(Parliament, locally elected authorities, the Government, political parties, civil society, media, the private sector and religious communities). Accordingly, and in order to maintain the momentum, the challenge is to strengthen the culture of democracy through a continuing dialogue on the major national strategies.

19. Peacebuilding depends on the universally shared belief that the State assumes its functions in full sovereignty, on behalf of all citizens, and in response to their basic needs. It also requires the State to have the necessary technical, human and financial resources to manage public business transparently and efficiently. But Burundi has experienced years of conflict, which have significantly weakened the national institutions and have diminished Burundians' confidence in the ability of their State to defend and watch out for their interests. In particular, the Government inherited an administration which was severely weakened by the conflict. Corruption and the poor quality of public services are a manifestation of its substandard performance, and this at a time when the people look to the Government with high expectations.

20. The legitimacy of the new institutions, including the Government, Parliament and the locally elected authorities, provides a solid basis for reshaping and rethinking ties between citizens. However, an in-depth reform of the public administration is a prerequisite for restoring the citizen's trust in the State.

Governance-related risks

21. Recurrent institutional instability caused by political contradiction and tension and by the interference of political parties in the management of public affairs endangers the fragile equilibrium resulting from the peace agreements.

22. The speculation among actors for access to short-term resources threatens to spark conflicts and underlines the urgency of successfully combating misappropriation, bad governance and corruption, especially in awarding public contracts.

23. The risk that the reintegration of refugees and internally displaced persons, which is linked more particularly with the land issue, may be poorly handled also has the potential to undermine the fragile stability of Burundian communities.

2. Comprehensive Ceasefire Agreement between the Government of Burundi and PALIPEHUTU-FNL

Analysis of challenges related to the Comprehensive Ceasefire Agreement between the Government of Burundi and PALIPEHUTU-FNL

24. Since the adoption of the Comprehensive Ceasefire Agreement on 7 September 2006, substantial progress has been made in the establishment of monitoring and implementation mechanisms, including the Joint Verification and Monitoring Mechanism and the Joint Liaison Teams. However, some major challenges, such as the demobilization and reintegration of FNL combatants and the integration of the FNL in some State institutions, including the police and the army, have still to be met without infringing the provisions of the Constitution.

Risks related to the implementation of the Agreement

25. The delay in implementing the Agreement creates political and security-related uncertainties, which in part explain the reduced flow of returning refugees and displaced persons back to their communities of origin. The delay may spark military outbursts and uncontrolled clashes between the National Defence Force (FDN) and FNL units. It also encourages banditry by providing alibis to those who want to engage in such behaviour.

3. Security sector

Analysis of challenges related to the security sector

26. The various peace agreements lay the foundations for an in-depth reform of the security sector. Although there have been important gains in the improvement of security, more particularly through the reorganization of the FDN and the Burundi National Police (PNB) together with the demobilization of over 20,000 combatants, these results alone are not enough in a situation where the majority of ex-combatants need to be reintegrated permanently in society and weapons and feelings of insecurity are widespread in society. The inclusion of former belligerents in the integration process must be accompanied by a redefinition of mandates on the basis of an army responsible for providing protection against all external dangers and a police force responsible for citizens' security; and by a reintegration process for those who are demobilized.

Risks related to the security sector

27. Despite the efforts made, the security forces and services are not always perceived as acting in the best interest of the population, principally because of the abuse and human rights violations perpetrated by deviant elements.

28. There are too few economic opportunities for the reintegration of those demobilized.

4. Justice, promotion of human rights and action to combat impunity

Analysis of challenges related to justice, promotion of human rights and action to combat impunity

29. Despite the efforts made and some progress achieved in the areas of justice reform, promotion of human rights and action to combat impunity, the situation still gives rise to concern. The current lack of independence of the judiciary prevents the State from tackling impunity and recurring violations of human rights or from carrying out sustained activity to promote and protect human rights, especially with regard to violence against women.

30. The impunity of crimes committed since independence is one of the fundamental causes of the Burundian conflict. Moreover, the absence of mechanisms that would allow the people to recall the various waves of violence that have swept Burundi is a barrier to national reconciliation.

31. That is why the peace accords and the relevant resolutions of the Security Council provided for the establishment of transitional justice mechanisms. Although there is agreement between the Government and the United Nations on the need to start independent, impartial and all-inclusive national consultations on the question

of transitional justice, the two parties have not yet been able to reach agreement on the establishment of a truth and reconciliation commission or a special international tribunal to prosecute the crime of genocide, war crimes and crimes against humanity. Transitional justice covers four areas: truth, justice, reconciliation and forgiveness. Currently, the different groups within Burundian society put emphasis on different aspects of the process. The major challenge will be to establish transitional justice mechanisms which are conducive to national reconciliation and help to put an end to impunity, on the basis of the results of popular consultations and the experience of other countries.

Risks related to justice, promotion of human rights and action to combat impunity

32. As regards impunity, the absence of effective access to justice and ignorance of the law on the part of the people make matters worse and encourage citizens to take the law into their own hands.

33. If the factors favouring impunity are not eliminated immediately, acts of injustice that catalyse conflicts will persist.

5. The land issue and socio-economic recovery

Analysis of challenges related to the land issue and socio-economic recovery

34. Socio-political crises forced thousands of Burundians to leave their land and go into exile outside the country or enter camps for displaced persons. With the return of peace, repatriated Burundians wish to be resettled on their land. According to the Ministry responsible for reintegration, there are approximately 260,000 returnees without land. Many of their properties are either occupied by other people or have been used for public infrastructure by the State.

35. The socio-economic recovery of communities is hampered by the fact that economic productivity declined over the past 12 years owing to the adverse impact of the conflict. Meeting the challenges of socio-economic recovery requires immediate large-scale, targeted interventions focusing on the most urgent rehabilitation needs, especially those of young people, women and other vulnerable populations. These interventions would also serve to lay the foundations for sustainable peace and development, while at the same time providing opportunities for subregional economic integration.

36. Economic reforms need to be implemented concurrently with basic social protection reforms.

Risks related to the land issue and socio-economic recovery

37. Unless lasting solutions are found for the land issue, it is likely to constrain socio-economic reintegration and to exacerbate conflicts and insecurity in rural areas.

38. Risks include the worsening economic situation, food insecurity in some parts of the country made more acute by the vagaries of the weather, lack of employment for vulnerable groups, increasing socio-demographic pressure due to the return of refugees, and growing frustration associated with the return of internally displaced persons.

39. Economic reforms such as the privatization of public enterprises may cause a deterioration of social conditions and generate conflicts.

6. Mobilization and coordination of international assistance

Analysis of challenges related to the mobilization and coordination of international assistance

40. Despite a number of round tables organized since 2000, Burundi has not received the financial assistance from the international community needed to address critical peacebuilding challenges, in part due to the tendency of some partners to tie development assistance to political developments in the peace process.

41. A Priority Action Programme for the implementation of the Poverty Reduction Strategy Framework (2007-2010) and an advocacy document for efficient public policies to bring about real change in the lives of Burundians were discussed at the Partners Round Table held in May 2007. The Programme was welcomed with satisfaction by the international partners. The Round Table also recommended the strengthening of the partnership between Burundi and its partners for better coordination and implementation of international assistance.

42. In order to avoid lengthy delays in the implementation of the Priority Action Programme, the Government must find swift solutions to the structural problems hampering its performance. In turn, international partners must release their aid as quickly as possible, while respecting rules and procedures.

Risks related to mobilization and coordination of international assistance

43. The limited capacity of the Government to monitor and establish the necessary conditions for effective mobilization and utilization of promised international assistance could lead to major delays in the release of funds and could compromise ongoing peacebuilding and economic recovery efforts.

7. Subregional dimension

Analysis of challenges related to the subregional dimension

44. Peacebuilding in Burundi has an important subregional dimension. The conflict in Burundi was exacerbated by instability and other conflicts in the subregion, while the Burundi conflict also had consequences for other countries in the subregion, notably in the areas of security and human rights. The restoration of peace in Burundi has benefited from the strong involvement of countries in the region and subregion, which remain actively engaged in supporting the peacebuilding process and economic recovery.

45. For its part, Burundi is determined to participate actively in initiatives aimed at security, stability and development in the Great Lakes subregion. The recent elections in the Democratic Republic of the Congo and the Pact on Security, Stability and Development in the Great Lakes Region have opened the way for potential stability in the Great Lakes region. The establishment of the secretariat of the International Conference on the Great Lakes Region in Burundi, its recent admission to the East African Community and the revival of the Economic

Community of the Great Lakes States provide additional opportunities to integrate peacebuilding efforts in Burundi within a broader subregional dynamic.

Risks related to the subregional dimension

46. Failure to ratify the Pact on Security, Stability and Development in the Great Lakes Region could weaken the peace process and efforts in the region. The persistence of armed groups in the subregion could compromise stability at borders unless a regional solution is promptly found within the tripartite plus framework.

47. The issue of refugees and displaced persons exacerbates the difficulty of reintegrating groups affected by the conflict and represents a challenge to peace in the subregion, hence requiring further attention.

48. The private sector in Burundi, already weakened by war, could be suffocated by the arrival on the local market of products from countries of the subregion, which could cripple economic recovery and reduce the role of the private sector in the peacebuilding process.

8. Gender dimension

Analysis of challenges related to the gender dimension

49. The full participation of women in decision-making, selection of priority actions and especially their implementation, is not yet guaranteed.

50. Discriminatory laws and regulations and gaps in the legal system, especially in the areas of inheritance, gifts and marital property schemes, affect women and their personal, moral and material development.

51. Over the 13 years of armed conflict, Burundi has seen an unprecedented increase in violence against women, rape in particular. Combating impunity for such crimes, prevention and providing support to victims are major challenges in this area.

Risks related to the gender dimension

52. The lack of social, political and economic empowerment of women, the most vulnerable in particular, and the limited improvement in their capacity for self-reliance will limit their participation in peacebuilding and the country's reconstruction.

V. Mutual engagements

53. The Government of Burundi and the Peacebuilding Commission reaffirm their mutual commitment to strengthen their partnership for the consolidation of peace in Burundi.

A. The Government of Burundi

54. In the light of the major challenges and risks in peacebuilding, the Government of Burundi will:

Democratic governance

(a) Establish and conduct frameworks for dialogue and consultation and consider the contribution of various stakeholders, in order to develop a national consensus on questions related to peacebuilding and to develop a vision which engages the leadership and people of Burundi in a process of consolidation of democracy and peace;

(b) Continue to resolve any crises in internal governance peacefully, fully observing the Constitution, the rule of law and human rights;

(c) Pursue its commitment to and efforts in integration of women into national decision-making bodies and all national programmes, and furthermore, ensure that a gender perspective is included in all stages of peacebuilding, as stipulated in United Nations Security Council resolutions 1325 (2000) and 1719 (2006);

(d) Accelerate the rebuilding of a functional public administration and its decentralization to make it more transparent, accountable, efficient and ready to serve all citizens;

(e) Pursue efforts aimed at combating all forms of corruption and promote transparency as a means to build trust among actors in Burundian society;

Ceasefire Agreement with PALIPEHUTU-FNL

(f) Continue to work with PALIPEHUTU-FNL, the facilitator, the subregional initiative and actors of Burundian society immediately and jointly to create conditions conducive to the effective implementation of the September 2006 Comprehensive Ceasefire Agreement between the Government and PALIPEHUTU-FNL;

Justice, promotion of human rights and action to combat impunity

(g) Initiate, together with civil society and the United Nations system, popular consultations at all levels in order to arrive at a broad consensus on transitional justice mechanisms, establish those mechanisms and support their operation;

(h) Create the conditions for the establishment of an independent judicial system to serve the citizens, encourage regular recourse to the justice system and facilitate access to it;

(i) Prosecute those responsible for human rights violations, including violence against children, women and other vulnerable groups; and establish independent mechanisms for the protection of human rights;

Socio-economic recovery

(j) Ensure specific monitoring of the Priority Action Programme in the context of the Poverty Reduction Strategy Paper, with a view to contributing to peacebuilding and grass-roots economic recovery and building a true partnership around the main programmes;

(k) Play a proactive role in the ratification and implementation of the Pact on Security, Stability and Development in the Great Lakes Region during 2007, and

develop measures to support the contribution of subregional integration to peacebuilding.

B. The Peacebuilding Commission

55. In accordance with its mandate as defined in paragraph 2 (a) to (c) of General Assembly resolution 60/180 and Security Council resolution 1645 (2005), the Peacebuilding Commission will:

(a) Maintain its engagement with Burundi and jointly review continued engagement after national democratic elections in Burundi, which are scheduled for 2010;

(b) Provide sustained attention to and support for the mobilization of resources to Burundi in support of its peacebuilding priorities, and in this regard help to ensure that the pledges and commitments made at the Partners Round Table held in May 2007 are honoured;

(c) Undertake measures to advocate within the international community for support to the peacebuilding process by highlighting progress in, as well as challenges, risks and opportunities of, peacebuilding efforts in the country;

(d) Work towards integrating the subregional dimension of peacebuilding in the Great Lakes region in its commitment with Burundi, notably through cooperation with the secretariat of the International Conference on the Great Lakes Region and by encouraging all countries in the region to ratify the Pact on Security, Stability and Development in the Great Lakes Region;

(e) Share with the Government of Burundi lessons learned on peacebuilding from experience gained in similar situations;

(f) Contribute, individually and collectively, to supporting Burundi in its peacebuilding efforts by:

(i) Better coordinating support for Burundi in various United Nations governing bodies;

(ii) Encouraging the effective coordination of United Nations and other actors with respect to the application of the present Strategic Framework;

(iii) Encouraging the broadest participation of partners in all international forums in which support can be garnered for Burundi, and encouraging a broader donor base for Burundi;

(iv) Assisting partners in enhancing the quality of aid delivery to Burundi.

C. Stakeholders

56. The Government of Burundi and the Peacebuilding Commission encourage the following parties to contribute to the implementation of the Strategic Framework.[b]

[b] Non-exhaustive list.

1. Civil society, religious communities and the Bashingantahe institution

57. In the light of the mandate and mission of the various components of civil society and their proximity to the people and the specificity of their work with them, they are encouraged to:

(a) Integrate the priorities of the present Strategic Framework into their missions and programmes;

Support to good governance

(b) Conduct an ongoing and effective dialogue within civil society itself and between civil society and other actors on issues related to peacebuilding;

(c) Undertake educational activities related to peace, a culture of democracy and cultural values promoting reconciliation;

(d) Assess the extent to which national priorities are in line with community aspirations and make the necessary recommendations;

Support to justice, promotion of human rights and action to combat impunity

(e) Contribute to the moral reconstruction of the country, to listening and to healing of memories and trauma;

(f) Develop mechanisms to allow equal access to justice for all citizens, including through coordinated legal assistance and support to legal literacy;

Support to socio-economic recovery

(g) Undertake actions at the grassroots level to bring communities together, focusing in particular on community mediation and socio-economic reintegration of various groups affected by the conflict (demobilized combatants, repatriated persons, displaced persons, child soldiers and those who remained in the collines, etc.).

2. Women's organizations

58. Women's organizations are encouraged to:

Support to good governance

(a) Engage in dialogue with decision makers at all levels on the integration of a gender perspective in Government policies and programmes;

Support to justice, promotion of human rights and action to combat impunity

(b) Strengthen mechanisms for advocacy and prevention and punishment of gender-based violence;

Support to socio-economic recovery

(c) Resume innovative actions by women for community reconciliation, peaceful coexistence and combating poverty.

3. The private sector

59. Given its potential for peacebuilding, the private sector is encouraged to integrate the priorities of the present Strategic Framework into its activities and to:

Support to good governance

(a) Contribute actively to action to combat corruption and promote respect for the rules of competition;

(b) Strengthen dialogue between the Government and the private sector in order to increase its value added in the recovery of macroeconomic indicators.

4. Political parties represented in Parliament and/or in local councils

60. Given their accountability to the people as elected officials, the political parties are encouraged to:

Support to good governance

(a) Integrate the priorities of the Strategic Framework into the missions and programmes elaborated by the political parties;

(b) In addition to their sustained efforts to further political dialogue within the structures provided by the Constitution, in particular the Parliament and the Government, participate constructively in the dialogue that will be opened up and commit to the peaceful resolution of conflicts;

(c) Respect the separation of powers. The opposition should play a role in full respect for the law and in a constructive spirit.

D. International partners

1. The United Nations system

61. In the light of Security Council resolution 1719 (2006) which defines the mandate of the United Nations Integrated Office in Burundi (BINUB), the United Nations system is encouraged to provide its support to the present Strategic Framework through the implementation of the mandate of BINUB and the United Nations Integrated Peace Consolidation Support Strategy in Burundi.

2. Bilateral and multilateral partners

62. Within the framework of their respective cooperation programmes and taking into account the Paris Declaration on Aid Effectiveness, the commitments in the Millennium Declaration and the commitments made at the May 2007 Round Table, the bilateral and multilateral partners are encouraged to:

(a) Integrate the priorities of the present Strategic Framework into their cooperation programmes;

(b) Support the implementation of Government priorities as reflected in the Poverty Reduction Strategy Paper (2007-2010) and in the Priority Action Programme (2007-2010);

(c) Join with the Peacebuilding Commission in advocacy on behalf of Burundi;

(d) Fulfil the commitments made at the Round Table.

3. The subregion

63. The States in the subregion are encouraged to:

(a) Contribute to peacebuilding in Burundi by implementing security commitments made in the various subregional cooperation frameworks;

(b) Manage the issue of refugees in close collaboration with Burundi in order to preserve stability.

VI. Review of progress and monitoring

64. In order to review progress in the implementation of the present Strategic Framework as it evolves, the Government of Burundi and the Peacebuilding Commission, working closely with other stakeholders, will establish a tracking and monitoring mechanism. To the extent possible such a mechanism will be based on the monitoring mechanisms and timelines established for the Poverty Reduction Strategy Paper and other frameworks in order to reduce the administrative burden on the Government of Burundi. In addition, the Peacebuilding Commission, with partners in Burundi, will review progress towards addressing the peacebuilding priorities identified in the present Strategic Framework through mapping of activities, identifying gaps, developing indicators and milestones and determining sequencing of efforts.